

## Message Text

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ACTION EUR-25

INFO OCT-01 ISO-00 CIAE-00 PM-07 INR-10 L-03 NEA-10

NSAE-00 PA-03 RSC-01 PRS-01 SPC-03 USIA-15 TRSE-00

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R 102120Z OCT 73

FM USMISSION NATO

TO SECSTATE WASHDC 2066

SECDEF WASHDC

INFO ALL NATO CAPITALS 3353

USNMR SHAPE

USDEL SALT

C O N F I D E N T I A L USNATO 4847

E.O. 11652: GDS

TAGS: NATO, PFOR, MARR, EFIN

SUBJECT: BURDENSARING: OCTOBER 10 NAC

REF: STATE 179749 NOTAL

SUMMARY: RUMSFELD (U.S. MADE ORAL STATEMENT AND CIRCULATED FULL TEXT OF REFTEL GIVING U.S. VIEW OF EVOLUTION OF BURDENSARING CONCEPT SINCE BEGINNING OF ALLIANCE. IN REPLY TO QUESTION FROM DE STAERCKE(BELGIUM), RUMSFELD SAID ALLIED WORK ON TEXT OF PORTION OF ATLANTIC DECLARATION DEALING WITH BRUDENSHARING PREFERABLY SHOULD FLOW FROM RATHER THAN PRECEDE ALLIED AGREEMENT ON NATURE OF PROBLEM AND THE MEANS TO DEAL WITH IT. END SUMMARY.

1. UNDER "OTHER BUSINESS" AT CLOSE OF OCTOBER 10 NAC, RUMSFELD INTRODUCED AND CIRCULATED FULL TEXT OF REFTEL STATEMENT ON BURDEN-SHARING, WITH ADDITIONAL FROM SECRETARY KISSINGER'S APRIL 23 SPEECH AND FROM OCTOBER 2 COMMITTEE OF NINE PRESS ANNOUNCEMENT. (FULL TEXT SEPTTEL)  
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2. TEXT OF STATEMENT GIVEN BY RUMSFELD IN NAC TO INTRODUCE AND SUMMARIZE DOCUMENT FOLLOWS:

BEGIN TEXT

EARLIER IN THIS MEETING I OBSERVED THAT WE SHOULD ADDRESS BURDEN-SHARING IN THE TEXT OF THE PROJECTED ATLANTIC DECLARATION, AND THAT WE SHOULD WORK TOWARD THE CONCEPT THAT NO COUNTRY SHOULD SUFFER ECONOMIC DISADVANTAGES AS A RESULT OF DEPLOYING ITS FORCES OUTSIDE ITS NATIONAL TERRITORY.

IN OUR VIEW, THIS CONCEPT HAS BEEN FUNDAMENTAL SINCE THE BEGINNING OF THE NATO RELATIONSHIP. MOREOVER, THE MEMBER COUNTRIES HAVE RECOGNIZED THAT EQUITY REQUIRES READJUSTMENTS OVER TIME IN THE BURDENS OF THE ALLIANCE. THE NEW RESPONSIBILITIES TAKEN ON BY OTHER ALLIES IN THE PAST HAVE BEEN FULLY RECOGNIZED IN THE UNITED STATES, AND HAVE CONTRIBUTED TO THE BROAD PUBLIC AND OFFICIAL ACCEPTANCE. THE ALLIANCE HAS ENJOYED ON OUR SIDE OF THE ATLANTIC.

ON THE OTHER HAND, MR. CHAIRMAN, THE U.S. MILITARY BALANCE OF PAYMENTS DEFICIT AND THE ECONOMIC BURDEN OF THE BUDGETARY COSTS RESULTING FROM THE STATIONING OF U.S. FORCES IN EUROPE HAVE CONTINUED.

MANY AMERICANS HAVE EXPRESSED WIDESPREAD CONCERN ABOUT THESE ECONOMIC BURDENS. THE RECENT JACKSON-NUNN AMENDMENT, WHICH I CIRCULATED BY LETTER TO YOU, IS A REFLECTION OF THAT CONCERN. AS I INFORMED YOU, THE US GOVERNMENT CONCERN AS STATED BY SECRETARY DISSINGER IN HIS APRIL 23 SPEECH:

"THE PRESIDENT HAS ASKED ME TO STATE THAT AMERICA REMAINS COMMITTEED TO DOING ITS FAIR SHARE IN ATLANTIC DEFENSE. HE IS ADAMANTLY OPPOSED TO UNILATERAL WITHDRAWALS OF U.S. FORCES FROM EUROPE. BUT WE OWE TO OUR PEOPLES A RATIONAL DEFENSE POSTURE, AT THE SAFEST MINIMUM SIZE AND COST, WITH BURDENS EQUIABLY SHARED. THIS IS WHAT THE PRESIDENT BELIEVES MUST RESULT FROM THE DIALOGUE WITH OUR ALLIES IN 1973."

WE BELIEVE THAT THERE IS WIDESPREAD RECOGNITION OF THE NEED FOR NEW FORMULAS FOR EQUIPABLE BURDEN-SHARING, AND THE UNITED STATES HAS  
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NO PRECONCEIVED PLAN AS TO HOW NATO SHOULD SOLVE THIS PROBLEM. THE UNITED STATES ASKS ITS ALLIES TO DEVISE THE MEANS BEST SUITED TO THEM TO SHARE ON A BILATERAL AND MULTILATERAL BASIS THE SPECIFIC ECONOMIC BURDENS WHICH RESULT FROM THE STATIONING OF ITS FORCES IN EUROPE. WE ARE OF COURSE PREPARED TO ASSIST THE COUNTRIES INVOLVED IN THIS ENDEAVOR WITH ONGOING TECHNICAL EXCHANGES, BUT AT THE SAME TIME WE SHOULD AVOID GETTING BOGGED DOWN IN TECHNICAL DETAILS AND DEFINITIONS.

OUR TASK NOW IS TO FIND SOLUTIONS. IT IS IMPORTANT THAT WE PUT BEHIND US THE CHRONIC IRRITATIONS WHICH THESE CONCERNS CAUSE.

I AM CIRCULATING A STATEMENT THAT DESCRIBES IN MORE DETAIL OUR VIEW OF THE SOLUTION OF THE BURDEN-SHARING CONCEPT WITHIN THE ALLIANCE.

I WOULD APPRECIATE YOUR REACTIONS, IN THE HOPE THAT WE CAN SOON REACH

A COMMON VIEW ON THE NATURE OF THE PROBLEM FACING US AND ON THE MEANS WE CAN PUT TO WORK TO RELIEVE IT, AND THEN AN APPROPRIATE LANGUAGE FOR THE ATLANTIC DECLARATION.

END TEXT

3. RUMSFELD TURNED TO QUESTION WHICH DE STAERCKE(BELGIUM) POSED IN EARLIER DISCUSSION OF ATLANTIC RELATIONS, I.E., WHETHER U.S. WOULD PROVIDE NOW ITS PREFERRED VERSION OF LANGUAGE ON BURDENSARING IN DRAFT DECLARATION. RUMSFELD AGAIN MADE POINT THAT WORK ON LANGUAGE FOR DECLARATION SHOULD FOLLOW RATHER THAN PRECEDE ALLIED AGREEMENT ON NATURE OF PROBLEM AND MEANS TO DEAL WITH IT. ONCE THIS AGREEMENT HAD BEEN REACHED, LANGUAGE TO REFLECT IT WOULD FLOW NATURALLY AND EASILY. HE SAID WHILE HE HAD POSSIBLE LANGUAGE, IT HAD TO REFLECT ALLIED URGENCY TO SOLVE THE PROBLEM.

4. WE WILL ASK THAT BURDENSARING BE PLACED ON NAC AGENDA AS SOON AS POSSIBLE AFTER AD HOC STUDY GROUP COMPLETES ACTION ON ITS DRAFT REPORT. AD HOC STUDY GROUP CHAIRMAN HUMPHREYS HAS BEEN PRESSEING FOR FINAL ACTION AT GROUP'S NEXT MEETING, WHICH IS NOT SCHEDULED FOR OCTOBER 15.

5. IN THE MEANTIME, FRG NATO REPS WILL BE CONSULTING IN BONN ON TEXT OF STUDY GROUP REPORT, AND ON BROADER QUESTIONS OF NEXT STEPS TO BE TAKEN IN ALLIANCE ON PROBLEM OF MULTLTERAL BURDEN-  
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SHARING. FRG DEL EXPECTS TO HAVE RESULTS OF THESE CONSULTATIONS IN FORM OF INSTRUCTIONS BY MORNING OF OCTOBER 13, AND WILL MEET WITH USNATO MISSION OFFICERS PRIOR TO OCTOBER 15 MEETING OF STUDY GROUP.  
RUMSFELD

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<< END OF DOCUMENT >>

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